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Criminal Justice Research Division, SANDAG



Adult Offenders in Local Custody and Under Community Supervision in San Diego County: 2008, 2011, and 2012

February 2014

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ADULT OFFENDERS IN LOCAL CUSTODY AND UNDER COMMUNITY SUPERVISION IN SAN DIEGO COUNTY: 2008, 2011, and 2012

INTRODUCTION

With around one-quarter of all local public safety dollars spent on corrections and probation supervision in any given year¹, it is important to understand how these systems operate and how the number and characteristics of those under justice system supervision change over time. With this information, we can gain a clearer understanding of the issues local stakeholders face as they seek to effectively house and rehabilitate these populations, while maintaining public safety.

As such, SANDAG's Criminal Justice Clearinghouse has periodically prepared reports summarizing the number and type of bookings into jails, the characteristics of those housed pre- and post-sentence, as well as those reentering our communities under probation. However, since the last bulletin on this subject was released in September 2011, one of the largest changes to the justice system in California occurred with the implementation of Public Safety Realignment or Assembly Bill 109 (AB 109). As described in the following section, AB 109 shifted responsibility from the state to local counties for housing, supervising, and rehabilitating certain offenders. With these changes, the responsibilities of both the San Diego County Sheriff's and Probation Departments dramatically increased, both because of a greater number of individuals they were required to work with, as well as the increased level of criminal sophistication that some of these individuals had. Given these changes, the goal was to update previously published reports and provide a new baseline (calendar year 2008, 2011, and 2012) to track how local public safety responsibilities changed after AB 109 was implemented in San Diego County.

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¹ Burke, C. & Doroski, L. (2013). *Public Safety Allocations in the San Diego Region: Expenditures and Staffing for Fiscal Year 2013*. San Diego, CA: SANDAG.

REPORT HIGHLIGHTS

- Since public safety realignment, three new populations, broadly, have come under jurisdiction of county departments – those sentenced to serve time in local facilities instead of state prison (1170(h) or revocation) and those supervised in the community by Probation after serving time in prison (PRCS) or locally after being sentenced per PC 1170(h)(5)(B) (MS offenders).
- While there were fewer bookings into jail in 2012, compared to five years earlier, the adult inmate population at Sheriff's detention facilities was at 113 percent capacity in 2012, up from 102 percent in 2011. These increases reflect the addition of the realigned offenders, which now make up about one-third of all inmates.
- Since realignment, the proportion of sentenced inmates in local jails has increased, from 36 percent in 2008 to 43 percent in 2012.
- Also since realignment, the number of individuals classified as requiring maximum security housing has increased, along with the number requiring protective custody or administrative segregation.
- Realigned offenders under community supervision were less likely to have a recent offense for a crime against a person (as expected, given state statute), but were older, on average, and more likely to be rated as being at high risk for recidivating, compared to traditional probationers.
- To manage these additional populations, the Sheriff's Department has created a Reentry Services Division, as well as a County Parole and Alternative Custody Unit. The Probation Department has also responded to its new responsibilities by implementing a number of evidence-based practices to reduce recidivism, created a new AB 109 Division, and established a multi-disciplinary team at the CTC.

OVERVIEW OF PUBLIC SAFETY REALIGNMENT

In response to the debate over how to fix California's chronic prison overcrowding and overextended parole system, Governor Brown signed AB 109 into law in April 2011 and it became effective October 1, 2011. Prior to the implementation of AB 109, individuals could only be held in local detention facilities (or jails) pre-sentence (if they had not been released on bail or through other pre-trial release mechanisms) and post-sentence if convicted and sentenced for 12 months or less for misdemeanor or granted felony probation and ordered to serve up to 12 months of custody as a condition of that probation. However, if an individual was convicted of a felony and sentenced to serve a prison term, s/he was committed to the custody of the Department of Corrections and Rehabilitation (CDCR) to serve that state prison sentence. Once an individual was released from prison, s/he was then placed under parole supervision for some period of time and if this parole was revoked, the individual would return to state prison.

However, after October 1, 2011, three groups of offenders, broadly, became local counties' responsibility, rather than the state's. These three populations included:

- **Post-Release Community Supervision (PRCS) Offenders:** Individuals released from prison after serving determinate sentences for non-violent, non-serious, or non-high risk sex offenses. Prior to AB 109, these individuals would have been supervised by parole for up to three years, on average. After October 1, 2011, these individuals are supervised by Probation up to three years, but possibly as little as six months (at the discretion of the Probation Officer, if the offender is meeting the case plan objectives) or 12 months (mandated by law if no custodial violation). In addition, PRCS offenders can also be arrested and detained in jail for up to ten days through an intermediate sanction called "flash" incarceration for non-compliant behavior without any formal court proceedings. A technical violation means that the offender

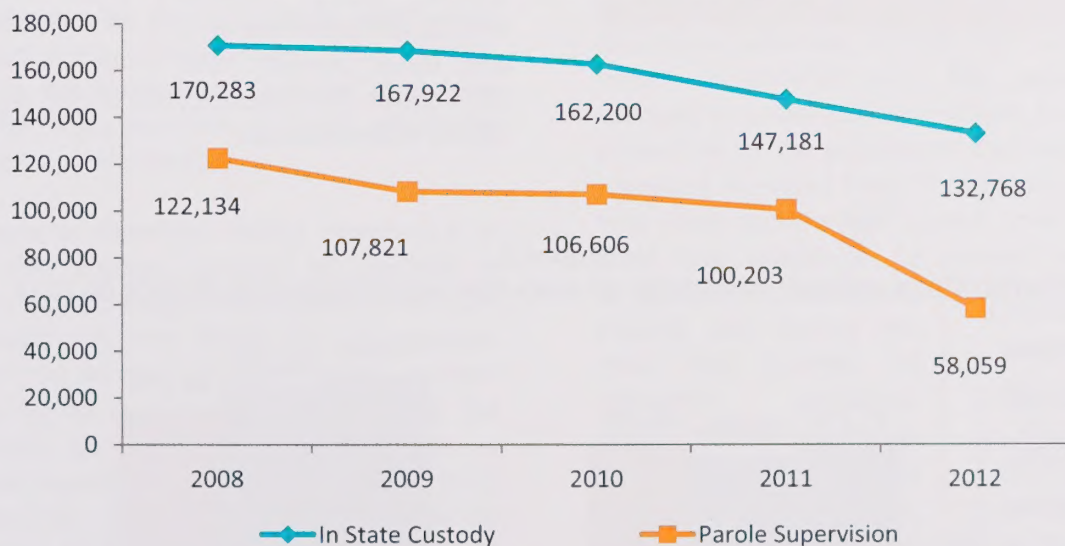
has violated a term of supervision but has not necessarily committed a new crime.

- **Local Prison Inmates:** The realignment legislation provided that more than 500 felony offenses are now subject to a local prison sentence to be served in county jail under PC 1170(h), rather than sent to state prison. These individuals can be sentenced to either serve their entire sentence in local custody (full sentence), with no community supervision upon release, or be given a split-sentence, with a portion of their time spent in local jail and the remaining time as a Mandatory Supervision (MS) offender under Probation supervision. At the time of this report, the longest full sentence was for 16 years and the longest split sentence was for 18 years, with 12 years to be served in local custody and the remaining six years to be served on mandatory supervision.

- **Revocations:** Realignment also affected the use of jail space by requiring that parole violators and PRCS violators, who would have returned to prison for a technical violation, serve their time in local prison instead.

As a result of realignment, the number of total individuals in state institutional custody decreased 22 percent (from 170,283 on December 31, 2008 to 132,768 on December 31, 2012) and those under parole supervision in the community decreased 52 percent (from 122,134 in 2008 to 58,059) (Figure 1)². Concurrent with these decreases at the state level were local increases in the number housed and supervised locally in counties across California. In the following sections, information is presented regarding offenders housed and supervised by the Sheriff and Probation, including those who have traditionally remained local, as well as those who are now housed and supervised locally following AB 109.

Figure 1
NUMBERS OF INDIVIDUALS IN STATE CUSTODY AND UNDER PAROLE SUPERVISION HAVE DECREASED OVER THE PAST FIVE YEARS



SOURCE: California Department of Corrections and Rehabilitation, SANDAG

² California Department of Corrections and Rehabilitation (2013). *Monthly Report of Populations*. Available online at www.cdcr.ca.gov.

LOCAL DETENTION POPULATIONS

HOW HAS REALIGNMENT CHANGED PUBLIC SAFETY IN CALIFORNIA?

Contrary to what has been reported, realignment did not result in any early releases of prisoners. Rather, very broadly, the responsibility for housing and supervising three populations shifted from the state to local counties:

- **PRCS Offenders:** Released from prison, now supervised by Probation instead of Parole
- **1170(h) Inmates:** Serve prison time locally rather than going to state prison, with 1170(h)(5)(B) or MS offenders under supervision of the Probation Department upon their release
- **Revocations:** Parolees and PRCS offenders who have supervision revoked serve time locally rather than being returned to state prison

Capacity Trends

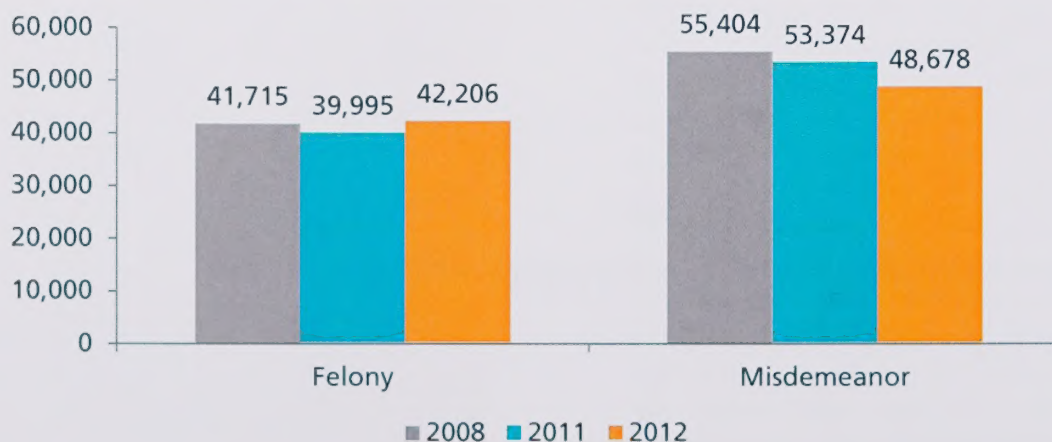
Number of Bookings

A key factor related to the number of inmates in custody is bookings, or admissions. Bookings are affected by the number of adult felony and misdemeanor arrests, as well as state and local policies regarding who should be booked upon arrest, and who is cited and released.

In 2012, there was a total of 90,884 bookings (42,206 for a felony and 48,678 for a misdemeanor) into one of the three Sheriff's booking facilities (Figure 2), which equates to almost 249 adult bookings every day, or 10 every hour. Over the past five years, the number of bookings has actually decreased, six percent from 2008 (when there were 97,119 bookings overall; 41,715 felonies and 55,404 misdemeanors) and three percent from 2011 (when there were 93,369; 39,995 felonies and 53,374 misdemeanors).

Over the past five years, the number of arrests in the region has decreased 13%, while the number of jail bookings has decreased only 6%.

Figure 2
BOOKINGS FOR FELONY OFFENSES UP AND FOR MISDEMEANORS DOWN IN 2012



SOURCE: San Diego County Sheriff's Department, SANDAG

This decline reflects in part lower crime and arrest rates reported in San Diego County over the same time period. For example, between 2008 and 2012, the number of adult felony and misdemeanor arrests decreased by 13 percent (from 97,377 to 84,375). However, it is important to note that while the number of bookings for misdemeanors decreased (by 12% over five years and 9% over one year), the number of felony bookings increased (by 1% and 5%, respectively) which also reflects changes in who can be booked into a facility following an arrest. Over half (58%) of these bookings occurred at the San Diego Central Jail (SDCJ), 25 percent at Vista Detention Facility (VDF), and 17 percent at Las Colinas Detention Facility (LCDF) (not shown)³.

Average Daily Population

At least three different capacity measures can be used to reflect the ability to house incarcerated individuals and measure the extent of overcrowding. First, “rated capacity” refers to the number of beds or inmates assigned by a rating official to institutions within a jurisdiction. Second, “operational capacity” is the number of inmates who can be accommodated based upon staffing and program capabilities. Third, “design capacity” is the number of inmates who were planned for (e.g., number of beds) when the facility was originally built.

One measure of detention facility crowding is to compare the average number of inmates in custody per day (Average Daily Population or ADP) to the capacity for that facility as a percentage. A figure of 100 percent indicates that the number of inmates equals capacity. As Table 1 shows, the adult inmate population during 2012 was at 113 percent capacity (based on the facility’s BSCC rated capacity), but varied from a low of 82 percent at SDCJ to a high of 174 percent at LCDF. In 2008 and 2011, the facilities were at 115 and 102 percent of capacity, respectively (not shown).

Table 1
SHERIFF’S FACILITIES 113 PERCENT OVER CAPACITY IN 2012

Facility	ADP	BSCC Rated Capacity	% of Capacity
GBDF	1,650	1,380	120%
VDF	798	825	97%
SDCJ	772	944	82%
LCDF	750	432	174%
EMRF	455	360	126%
SBDF	420	386	109%
FAC 8	243	200	122%
TOTAL	5,107	4,527	113%

NOTE: ADP numbers by facility are not expected to total the overall ADP due to detainee movement and other factors.

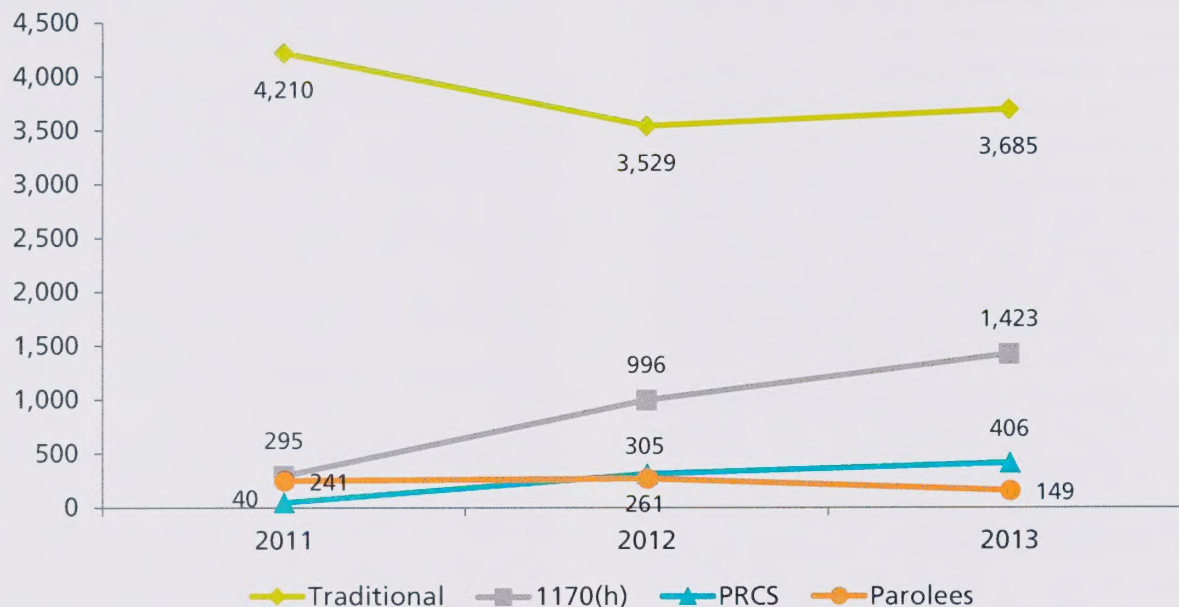
SOURCE: San Diego County Sheriff’s Department, SANDAG

In a supplementary analysis, statistics were obtained from the Sheriff regarding the number of individuals detained in the facilities on December 31, 2011, 2012, and 2013 by type (traditional detainee, 1170(h), PRCs, or parolee) to better understand how the population has changed as a result of realignment. Since 2011, the proportion of the population that was considered realigned increased from 11 percent in 2011 (when only three months had passed since realignment went into effect) to 31 percent in 2012 and 35 percent in 2013 (not shown). Also during this time, the number of offenders sentenced under 1170(h) (individuals who previously could have been sent to prison but now serve all or part of their sentence in local custody) grew to the greatest degree (from 6% of the population at the end of 2011 to 27% at the end of 2013) and with fewer individuals supervised by parole, the number of parolees actually decreased (from 261 in 2012 to 149 in 2013).

Local detention facilities were 113% of capacity in 2012, up from 102% in 2011.

³ A description of the Sheriff’s detention facilities and the services provided is provided in the Appendix.

Figure 3
NUMBER OF 1170(H) INMATES AMONG DETAINEE POPULATION HAS INCREASED OVER TIME



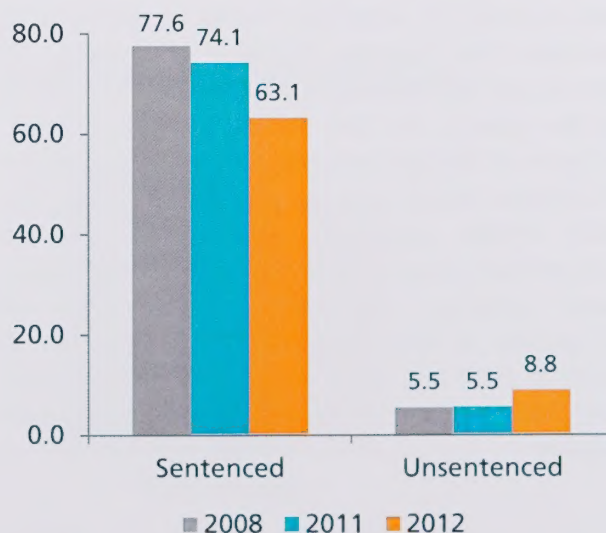
SOURCE: San Diego County Sheriff's Department, SANDAG

Average Length of Stay

On average, a sentenced inmate booked into a Sheriff's facility spent 63.1 days in custody during 2012, a decrease of 19 percent from 2008 and 15 percent from 2011 when the averages were 77.6 and 74.1, respectively. Unsented inmates, in comparison, spent an average of 8.8 days, which was longer than in 2008 (5.5 days) and 2011 (5.5 days) (Figure 4). To better understand these changes in average length of stay (ALS), supplementary data were obtained from the Sheriff's Department regarding the ALS for the four different populations currently detained in the facilities for 2011, 2012, and 2013⁴. As Figure 5 shows, the PRCS population's ALS has varied slightly, but remained under 30 days, the parolee population's ALS has increased due to the decrease in transfer to state prison, and the traditional detainee population (including sentenced and non-sentenced) has remained stable at just under 50 days (47 in 2012 and 48 in 2013).

However, the ALS for 1170(h) offenders has increased, from 340 days in 2011, to 400 by the end of 2013, again reflecting those serving longer sentences.

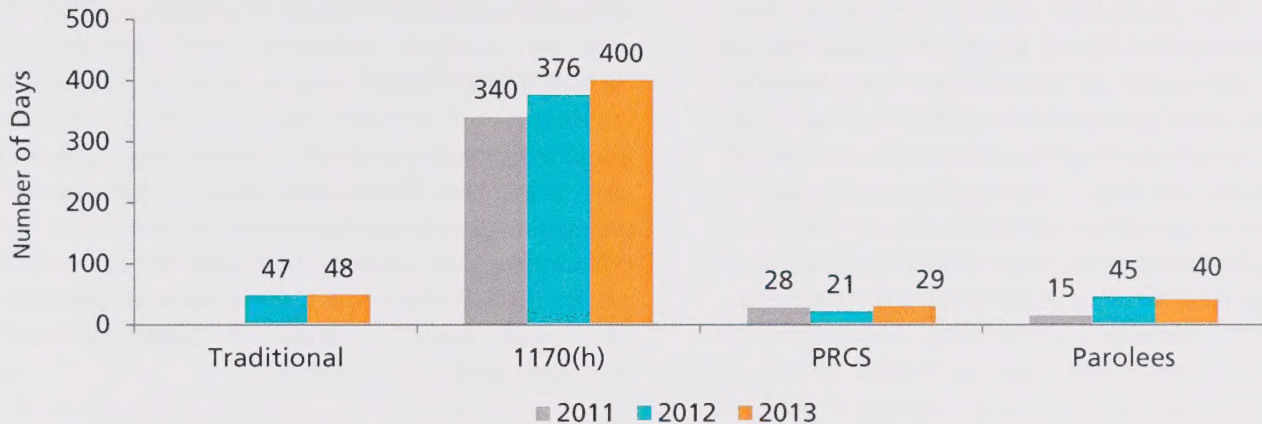
Figure 4
SENTENCED INMATES SERVED JUST OVER TWO MONTHS IN CUSTODY IN 2012



⁴ The ALS for the traditional population is not included in Figure 5 for 2011 due to the way the data were captured during that time period.

SOURCE: San Diego County Sheriff's Department, SANDAG

Figure 5
ALS HAS INCREASED MOST FOR THE 1170(H) POPULATION SINCE 2011



SOURCE: San Diego County Sheriff's Department, SANDAG

Inmate Characteristics

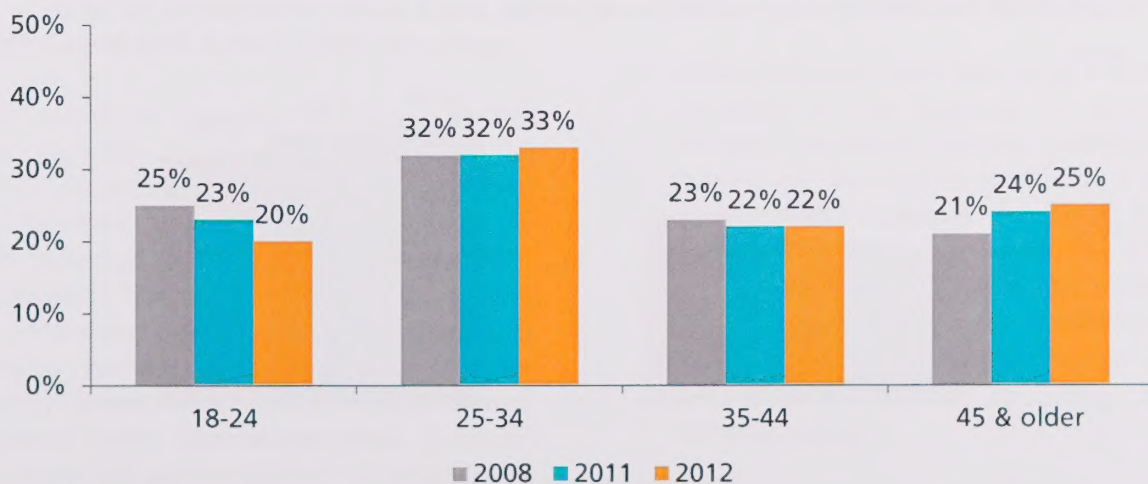
Demographics

As Figure 6 shows, while around one in every three inmates in local detention facilities have been between the ages of 25 and 34 over the three comparison years, there has been a slight shift in the age distribution which could be related to realignment. That is, the proportion of inmates between 18 and 24 has decreased (from 25% in 2008 to 20% in 2012), while those 45 years of age and older has increased (from 21% to 25%). Not surprisingly, the local detention population is very

different in terms of age compared to the general adult population in the county, with almost half (48%) of the general population 45 years of age and older, 17 percent 35 to 44, 20 percent 25 to 34, and 15 percent 18 to 24, according to 2012 estimates (not shown).

The proportion of inmates between the ages of 18 and 24 decreased between 2008 and 2012.

Figure 6
PROPORTION OF INMATES 45 YEARS OF AGE AND OLDER HAS INCREASED SINCE 2008



SOURCE: San Diego County Sheriff's Department, SANDAG

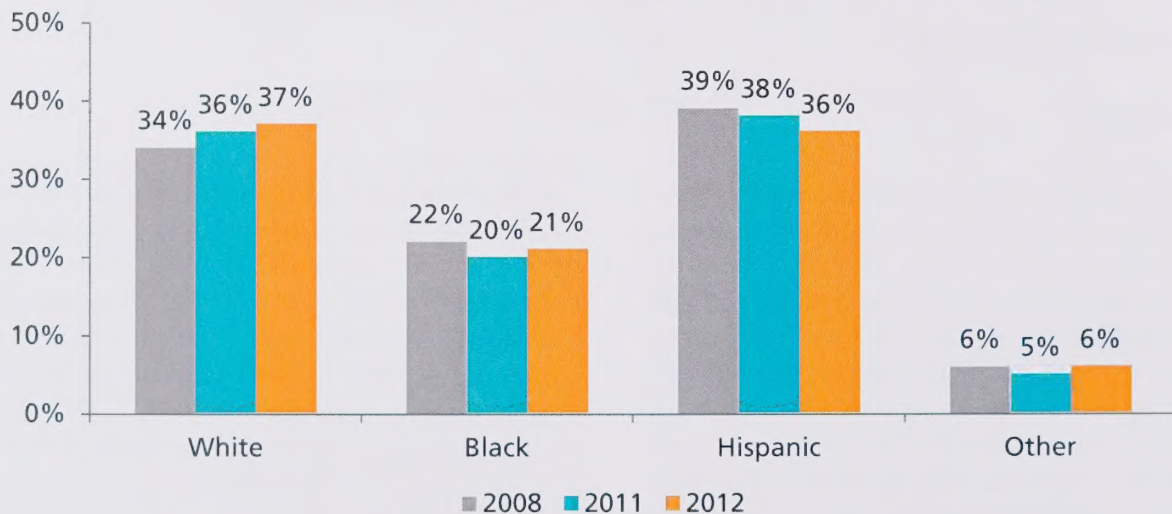
As Figure 7 shows, the ethnic distribution of the inmate population did not vary significantly over the past five years, with about one-third to two-fifths described as White or Hispanic, one-fifth as Black, and the rest as "other". According to 2012 estimates for the general adult population in San Diego County, Whites represent 52 percent of the general population, Blacks 4 percent, Hispanics 29 percent, and other ethnicities 15 percent (not shown). The percent of females detained in local detention facilities has remained fairly stable over time, with females representing 22 percent in 2008, 23 percent in 2011, and 22 percent in 2012.

For comparison purposes, half (50%) of the adult population in the region is male, according to 2012 estimates (not shown).

Sentencing Status

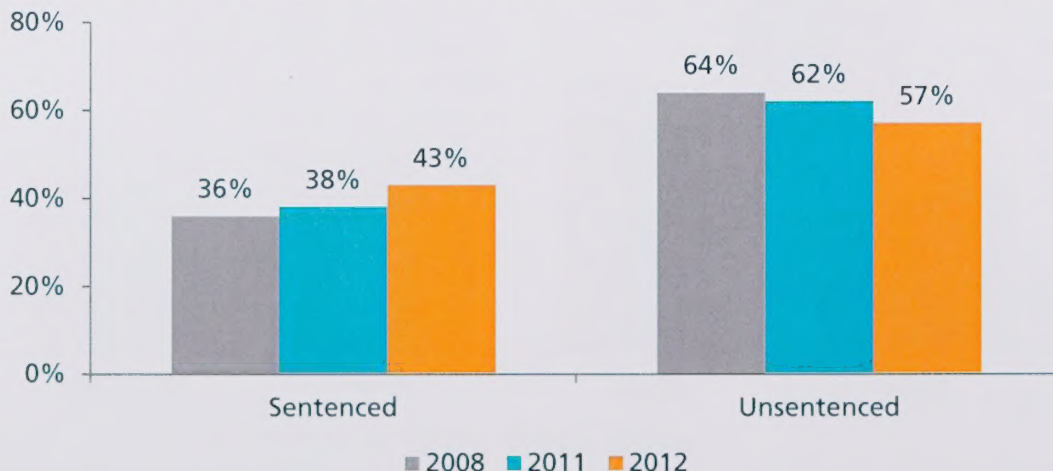
Because of realignment, it is not surprising to see that the proportion of sentenced to unsentenced inmates has changed over time as detention bed space is needed for new populations. As Figure 8 shows, while 36 percent of inmates were sentenced in 2008, this had increased to 43 percent in 2012.

Figure 7
ETHNIC DISTRIBUTION OF INMATES STABLE OVER PAST FIVE YEARS



SOURCE: San Diego County Sheriff's Department, SANDAG

Figure 8
A GREATER PROPORTION OF INMATES IN LOCAL JAILS WERE SENTENCED IN 2012



SOURCE: San Diego County Sheriff's Department, SANDAG

Level and Type of Primary Offense

As Table 2 shows, the level and type of those booked into local detention facilities did not change to a large degree since 2008. That is, around 15 percent were booked for a violent offense, 10 percent for a property offense, 20 percent for a drug-related offense, 15 percent for a DUI, and 35 percent for some other type of offense, which includes weapons offenses, parole or probation violations, sex crimes, and other Part II offenses.

Table 2
CHARGES ASSOCIATED WITH
PRIMARY BOOKING

	2008	2011	2012
Felony			
Violent	11%	10%	11%
Property	9%	8%	9%
Drug-related	12%	14%	15%
DUI	1%	1%	1%
Other	18%	15%	16%
Misdemeanor			
Violent	4%	4%	5%
Property	2%	2%	2%
Drug-related	6%	6%	7%
DUI	16%	17%	15%
Other	21%	22%	20%

SOURCE: San Diego County Sheriff's Department,
SANDAG

Custody Level and Specialized Housing

Another factor to consider in terms of the system's capacity to house offenders is the proportion of inmates at different custody levels at the facilities. Custody level refers to the inmate's potential to cause harm to staff and/or other inmates. The custody level, along with special conditions, and/or high risk indicators, is intended to separate a potentially violent inmate from a non-violent inmate. A higher custody level may require closer supervision, more frequent checks, or possibly additional staff to escort them. The custody level of an inmate may preclude them from certain activities, programs, or inmate

worker status. A description of each of the six custody levels follows.

- **Minimum Custody Level (1):** This inmate poses the lowest risk to staff and other inmates. This inmate is non-assaultive, with no known disciplinary problems, lacks criminal sophistication and is sentenced. Level 1 inmates may be housed at any detention facility and are considered best suited for inmate worker status and programs.
- **Low Custody Level (2):** This inmate has no current or significant prior assaultive history. This inmate also has no escape or known disciplinary problems. Level 2 inmates may be housed at any detention facility and are eligible for programs.
- **Medium Custody Level (3):** This inmate has no current or significant prior assaultive history and no escape history or known disciplinary problems, but is somewhat more criminally sophisticated than a Level 2 inmate. This inmate can be on active parole, non-revocable parole, sentenced to local custody under Assembly Bill 109 (1 to 3 years), or out to court for further proceedings from federal or state prison. Level 3 inmates may be housed at any of the Sheriff's detention facilities. This custody level may be more suitable for inmate programs, but is dependent on each facility and the criteria set forth by the program administrators.
- **High Custody Level (4):** Level 4 inmates are included in this category if they have a current assaultive charge, prior assaultive history, or deemed an institutional behavior problem or/and escape risk. Level 4 inmates may be housed at the Central Jail, GBDF, Las Colinas, South Bay, or Vista. This custody level may be more suitable for inmate programs, but is dependent on each facility and the criteria set forth by the program administrators.
- **Maximum Custody Level (5):** This inmate must have a combination of two criteria:

current assaultive charges, prior assaultive history, or deemed an institutional behavioral problem or an escape risk. Level 5 inmates may only be housed at the Central Jail, GBDF, Las Colinas, South Bay, and Vista. These inmates are generally not eligible for programs.

- High-Maximum Custody Level (6):** The Level 6 inmate poses the highest risk to staff and other inmates. The inmate must have a combination of current assaultive charges, a prior assaultive history, or be an institutional behavior problem. In addition, they may have a high profile case or extreme act of violence which jeopardizes public safety or provides the inmate with status that would allow him/her to have power or authority over other inmates. A Level 6 will be housed individually unless otherwise approved. Level 6 inmates may only be housed at the Central Jail, GBDF, Las Colinas, or Vista. This level of inmate is not eligible for group programs.

As Table 3 shows, over the past five years, the proportion of inmates who were classified as maximum security increased from 11 to 17 percent and those requiring medium security decreased from 36 to 25 percent. These shifts reflect changes in housing and classification plans that have occurred as a result of realignment due to prolonged housing of criminally-sophisticated inmates.

Table 3
MORE INMATES REQUIRED MAXIMUM
SECURITY HOUSING IN 2012

	2008	2011	2012
Classification Level			
1 (Minimum)	8%	17%	11%
2 (Low)	17%	26%	25%
3 (Medium)	36%	20%	25%
4 (High)	28%	20%	21%
5 (Maximum)	11%	16%	17%
6 (High-Maximum)	<1%	1%	1%

NOTE: Percentages may not equal 100 due to rounding.

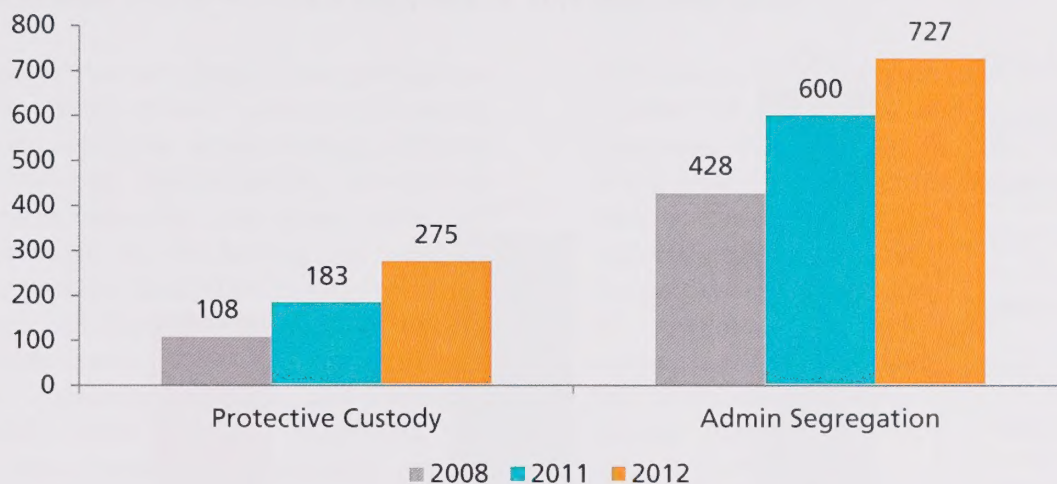
SOURCE: San Diego County Sheriff's Department, SANDAG

In some circumstances, inmates are segregated from the general inmate population through protective custody or administrative segregation due to concerns for their safety, staff safety, facility security, or pending a hearing on disciplinary action. Protective custody is the voluntary or involuntary placement of an inmate into separate and secure housing when there is a threat against his/her life, whether stated or implied. Administrative segregation consists of separate and secure housing, but does not involve any other deprivation of privileges other than is necessary to obtain the objective of protecting the inmates, staff, or public. Inmates who can be placed into administrative segregation include those who are pending a hearing or investigation for a rule violation or criminal offense, have displayed a continual inability or unwillingness to live in the general population, have shown a propensity for violence, have paroled, been released from, or are anticipated to be housed in a Security Housing Unit in another correctional setting, have a high profile case, are suspected of being a juvenile, are suspected of being a Regional Center Client requiring psychiatric care, and sentenced to death.

Since 2008, a greater proportion of inmates have required maximum security housing, protective custody, and administrative segregation.

Figure 9

SPECIAL HOUSING NEEDS OF SHERIFF'S INMATES HAVE INCREASED UNDER REALIGNMENT



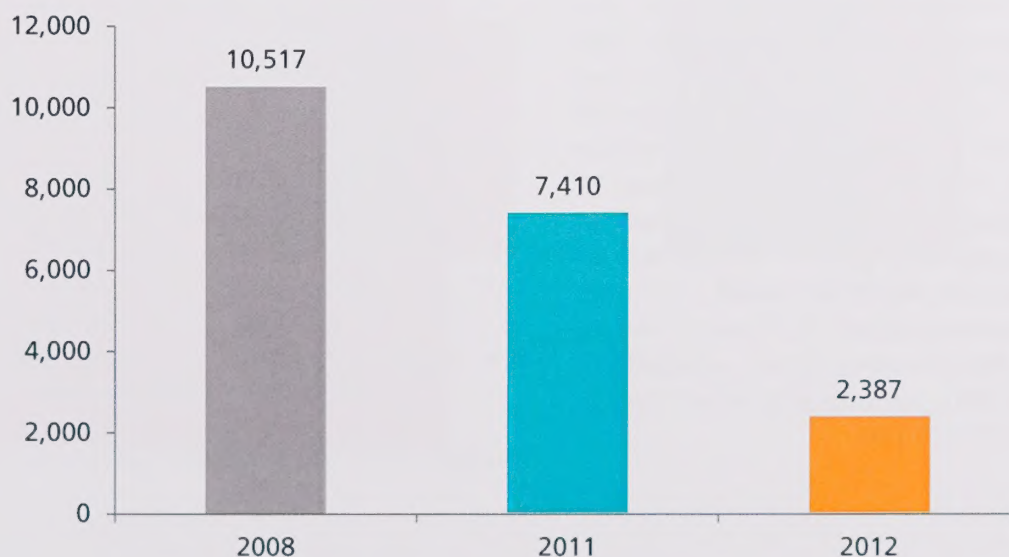
SOURCE: San Diego County Sheriff's Department, SANDAG

The monthly average number of inmates placed in protective custody increased dramatically over the past five years, from 108 in 2008 to 275 in 2012. In addition, those placed in administration segregation increased from 428 to 727 (Figure 9). Based on the ADP, around 20 percent of the detention population required some type of special housing at any one time in 2012, compared to 10 percent in 2008 (not shown).

While individuals can still be transferred to prison for a new commit and parole violators now remain in local custody after being booked into jail, the number of eligible offenders has declined significantly since realignment went into effect. This change is shown dramatically in Figure 10 with only 2,387 individuals booked into a Sheriff's facility in 2012 categorized as a prison transfer, which was a 68 percent decrease from 7,410 in 2011 and 77 percent from 10,517 in 2008.

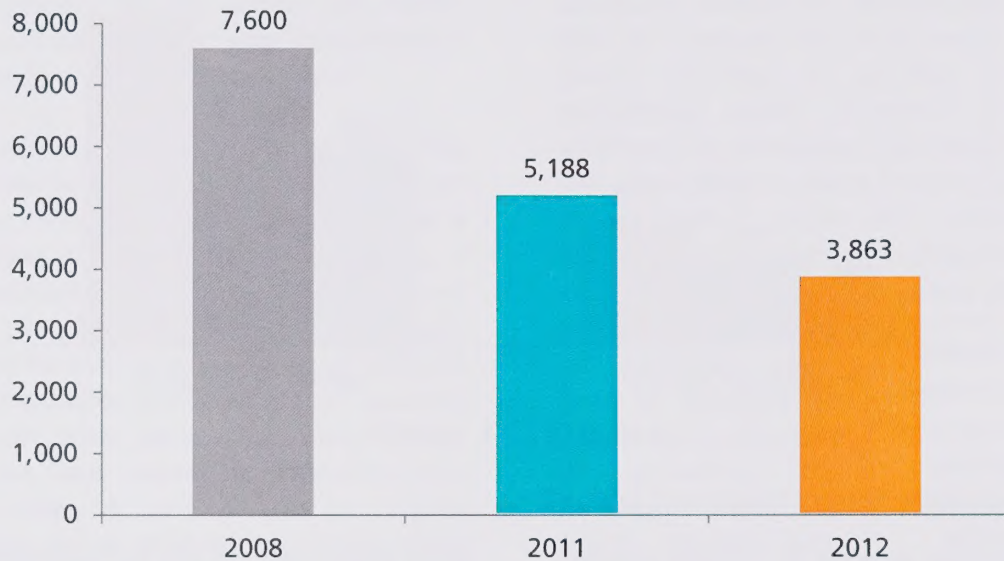
Figure 10

NUMBER OF JAIL INMATES TRANSFERRED TO PRISON HAS DECLINED SINCE 2008



SOURCE: San Diego County Sheriff's Department, SANDAG

Figure 11
FEWER INMATES RELEASED TO ICE IN 2012
THAN ONE AND FIVE YEARS EARLIER



SOURCE: San Diego County Sheriff's Department, SANDAG

Finally, information is presented regarding the number of inmates who are released to immigration annually, as one could also expect these data could change over time. U.S. Immigration and Customs Enforcement (ICE) staff is assigned at each of the Sheriff's intake facilities for the purpose of screening all bookings to determine an inmate's immigration status. The Sheriff's Department also participates in the Secure Communities program in which local law enforcement agencies share fingerprint information from bookings with the FBI who in turn shares it with ICE to check against its immigration databases. If these checks reveal an individual is unlawfully present in the U.S. or otherwise removable due to a criminal conviction, ICE takes enforcement action. As Figure 11 shows, a total of 3,863 inmates were released to immigration in 2012, considerably fewer than in 2008 (7,600) or 2011 (5,188).

HOW HAVE THE JAILS CHANGED SINCE REALIGNMENT?

- Fewer bookings into jail, but the ADP in 2012 was at 113 percent capacity, compared to 102 percent in 2011.
- Realigned offenders, who would have previously served time in state custody, made up 35 percent of the detention population in 2012, up from 11 percent at end of 2011.
- A greater proportion of inmates in the facilities who were sentenced in 2012, were booked for a felony offense, and required protective custody, administrative segregation, or more secure housing, compared to previous years.

PROBATION POPULATIONS

Number Under Supervision

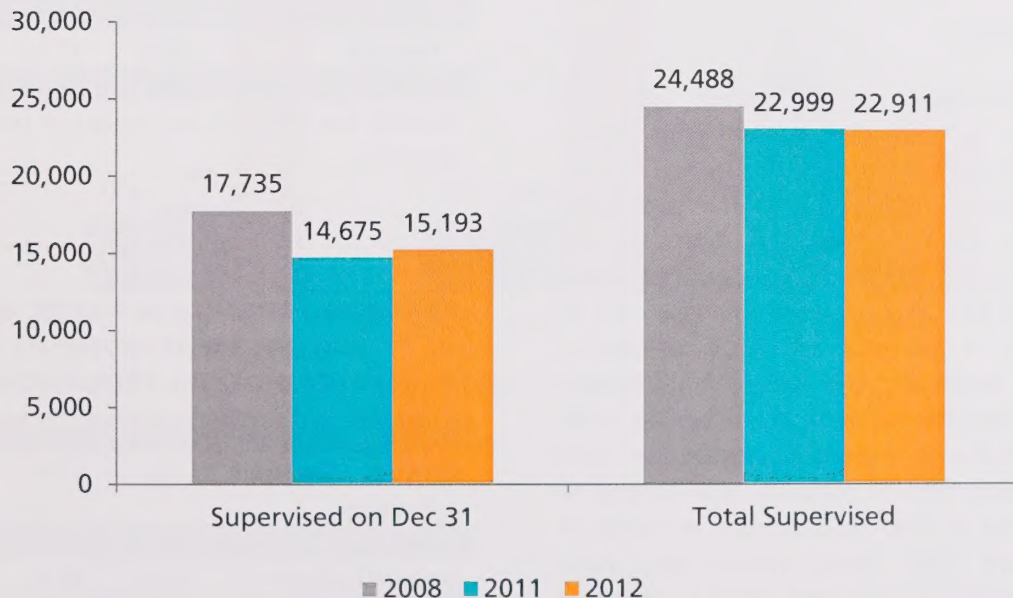
The mission of the San Diego County Probation Department is to protect community safety, reduce crime, and assist victims through offender accountability and rehabilitation. Information is shared here regarding how many individuals were supervised by Probation, as well as the characteristics and risk level of these probationers. As Figure 12 shows, a total of 22,911 adults were supervised by Probation during 2012 (including MS, PRCS, and traditional probationers) with 15,193 supervised on December 31st of that year, providing a one-day snapshot of the number of individuals across the region under all types of local community

supervision. Over the past five years, the total number of individuals under supervision has decreased (from 24,488 in 2008 to 22,911 in 2012), reflecting lower crime and arrest rates also documented across the region. However, over the past year, the number of offenders under supervision on one day has increased by four percent (from 14,675 in 2011 to 15,193 in 2012).

While the number of individuals under the supervision of Probation has decreased, the proportion that represents realigned offenders increased from 4 percent in 2011 to 15 percent in 2012.

Figure 12

FEWER INDIVIDUALS SENTENCED TO PROBATION AND SUPERVISED IN 2012, COMPARED TO 2008



SOURCE: San Diego County Probation Department, SANDAG

While the total number of individuals supervised between 2011 and 2012 decreased by six percent, the number of PRCS and MS offenders increased 252 percent, as Table 4 shows. In 2012, realigned populations made up 15 percent of those supervised by probation, up from 4 percent in 2011 (not shown). These increases were expected as part of realignment.

Table 4
NUMBER OF OFFENDERS SUPERVISED BY PROBATION
OVERALL HAS DECREASED, BUT COMPOSITION HAS
CHANGED WITH REALIGNMENT

	% Change			
	2008	2011	2012	
MS	0	86	303	N/A
PRCS	0	887	3,130	N/A
Trad	24,488	22,026	19,478	-12%
TOTAL	24,488	22,999	22,911	<-1%

SOURCE: San Diego County Probation Department,
SANDAG

Probationer Characteristics

Demographics

Table 5 provides an overview of the characteristics of individuals who were under supervision in 2012 by supervision type. As one might expect, the traditional probation population is younger than the two AB 109 groups (MS and PRCS), with 22 percent between the ages of 18 and 24, compared to 10 percent of the MS and 7 percent of PRCS offenders. Interestingly, however, the MS offenders and traditional populations were more similar with one another in terms of gender composition, with a greater proportion of females represented in both, compared to the PRCS sample. In terms of ethnicity, there were fewer Whites and more Blacks represented among the PRCS population and more Hispanics among the traditional probation population.

As Table 6 shows, there was considerable variability across the three supervision types in terms of the most serious offense type that resulted in supervision. Specifically, those under

traditional probation supervision were more likely to have a high charge for a crime against a person, and were less likely to have one for a property or drug/alcohol offense, compared to MS offenders. The PRCS population included a greater proportion of individuals with a crime against a person than the MS population, but fewer than the traditional population.

Table 5
REALIGNED OFFENDERS UNDER SUPERVISION
BY PROBATION VARY FROM TRADITIONAL
PROBATIONERS

	MS	PRCS	Traditional
Age			
18-24	10%	7%	22%
25-34	34%	32%	35%
35-44	27%	29%	20%
45 and older	29%	31%	23%
Ethnicity			
White	43%	34%	41%
Black	22%	27%	16%
Hispanic	28%	32%	36%
Other	7%	7%	7%
Gender			
Male	77%	90%	77%
Female	23%	10%	23%
TOTAL	303	3,130	19,478

SOURCE: San Diego County Probation Department,
SANDAG

Table 6
REALIGNED OFFENDERS UNDER SUPERVISION
FOR DIFFERENT OFFENSES THAN
TRADITIONAL PROBATIONERS

	MS	PRCS	Traditional
Crimes Against a Person	3%	11%	22%
Property	40%	33%	31%
Drug/Alcohol	54%	41%	39%
Weapon	1%	6%	2%
Other	2%	9%	6%
TOTAL	303	3,130	19,478

SOURCE: San Diego County Probation Department,
SANDAG

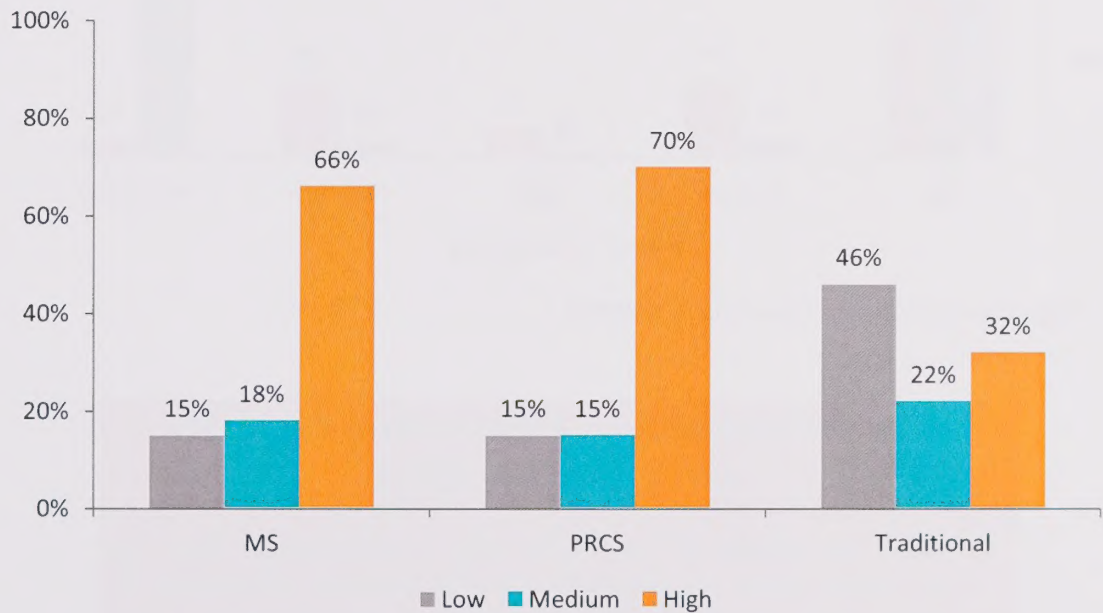
Risk Level

Realigned offenders under community supervision are older, on average, and more likely to be assessed as high risk for recidivating.

Adult offenders in San Diego County are assessed to determine the likelihood that they will offend again. As Figure 13 shows, despite the fact that the traditional probation population included a greater proportion of

offenders with a violent offense, a smaller percent were rated as being at a high risk to recidivate (32%), compared to the MS (66%) and PRCS (70%) populations. To address this higher risk level, Probation created an AB 109 Division to manage these populations, which is described in the Appendix.

Figure 13
REALIGNED OFFENDERS AT HIGHER RISK OF RECIDIVISM THAN TRADITIONAL PROBATIONERS

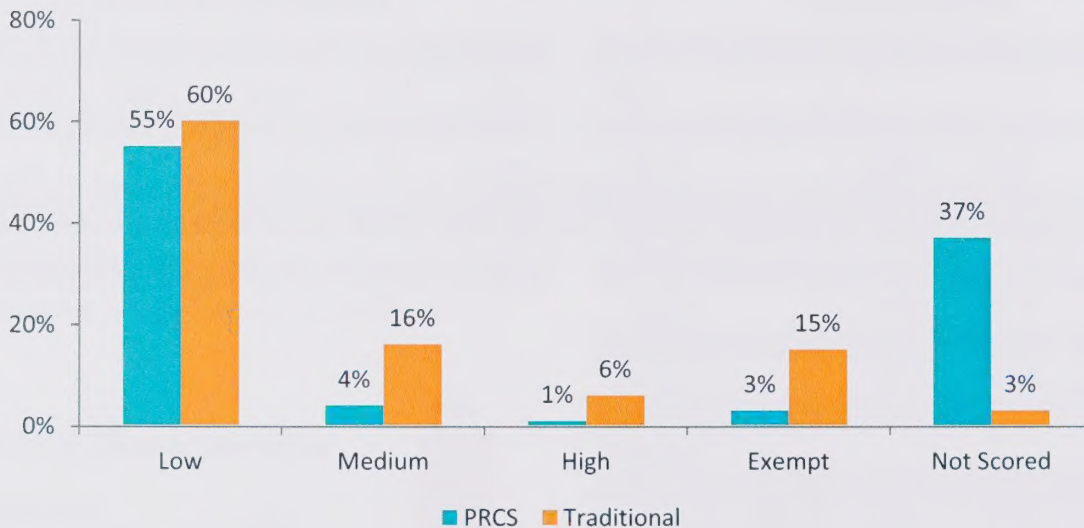


SOURCE: San Diego County Probation Department, SANDAG

Finally, by law, sex offenders convicted of certain offenses must register with local law enforcement as a “registered sex offender”. In the comparison years, some of these offenders may have been under probation supervision and as such are assessed for risk of committing another sex offense using a tool known as the “Static 99R”. In 2012, three percent of both the PRCS and

traditional probation populations were PC 290 registrants (a PC 290 registrant cannot receive an 1170(h) sentence). As Figure 14 shows, a greater proportion of the traditional probation population was assessed and of these, a greater percentage were rated as being at medium and high risk of offending.

Figure 14
SEX OFFENDERS UNDER SUPERVISION AT HIGHER RISK THAN THE PRCS POPULATION



SOURCE: San Diego County Probation Department, SANDAG

HOW HAS COMMUNITY SUPERVISION CHANGED SINCE REALIGNMENT?

- While the number of individuals assigned to local supervision in San Diego County has declined since 2008, a greater proportion of those under supervision by the Probation Department in 2012 represented realigned offenders (15%), compared to 2011 (4%).
- The three groups of individuals now supervised by Probation vary in terms of their demographic characteristics and the most recent serious offense resulting in supervision.
- The three groups also vary in terms of their risk for recidivating, with over two-thirds of realigned offenders assessed as high risk.

APPENDIX

DESCRIPTION OF SHERIFF'S FACILITIES

There are a total of eight⁵ local detention facilities for adult offenders in San Diego County – seven that are operated by the Sheriff's Department and one by a private contractor. An overview of these facilities, based on the most current information available at the time of this publication, is provided here.

With an annual Fiscal Year (FY) 2012-13 detentions services budget of over \$226 million, the San Diego County Sheriff's Department operates seven separate detention facilities. As previously noted, in 2008 and most of 2011, these facilities were used for detention prior to arraignment, after arraignment, during trial, and for sentences up to one year. However, in the last quarter of 2011 and 2012 inmates could be sentenced to serve longer than 12 months in jail and PRCS offenders and parolees who had technical violations would serve time locally, rather than being returned to prison. In FY 12, the average daily cost of housing, feeding, and caring for individuals detained at these facilities was \$136.48 per inmate, an increase from \$131.84 in FY 11 and a slight decrease from \$137.01 in FY 08.

The following section describes each of these seven facilities and offers an overview of types of services offered to inmates, including medical and other types of programs to meet the special needs of offenders. The map in the appendix shows the geographical location of each of these facilities.

- The **San Diego Central Jail (SDCJ)** is a maximum-security facility⁶ in downtown San Diego for males, built in 1998, that is one of the three booking facilities in the County, accepting approximately over half of the system's inmates. At around 412,000 square feet, it is the newest facility in the County, has a Board of State and Community Corrections (BSCC) rated population of 944, and is equipped with four video courtrooms, a 20-bed certified medical treatment center, and a 30-bed psychiatric unit. Individuals booked into the SDCJ are classified and assigned throughout the Sheriff's facilities.
- The **Vista Detention Facility (VDF)**, which was built in three phases beginning in 1978, is the only facility that books both male and female inmates⁷. Located in North County, the Vista Jail is also a maximum-security and booking facility. In addition, because the Vista Jail is equipped with special medical isolation cells, inmates requiring segregation due to medical conditions may be transferred here from other locations. The majority of females booked into the VDF are transferred to Las Colinas Detention Facility.
- **Las Colinas Detention Facility (LCDF)** is located in the City of Santee and is the third booking facility in the County. This maximum-security facility houses only females. Prior to 1977, females were booked into the SDCJ.
- The **South Bay Detention Facility (SBDF)** is a maximum-security facility located in the City of Chula Vista. Constructed four stories beneath the South Bay Regional Justice Center, it opened for service to the community in 1982. Male inmates housed at this location are on trial or are awaiting trial in the South Bay Judicial District.

⁵ The City of Chula Vista began operating a 48-bed facility in 2004 to hold inmates pre-arraignment and statistics for this facility were included in the last CJ Bulletin. However, since that time, the number of beds allocated to holding local inmates has decreased significantly, with 90 percent of inmates transferred by a private security company to Sheriff's operated facilities and the majority of the beds (44) reserved for offenders with federal charges through a contract with the U.S. Marshal. Because the focus of this bulletin is on local detention populations, federal and privately operated detention facilities are not described.

⁶ The type of buildings, locks, fences, alarms, and other security measures which are used to keep an inmate in custody, determines security levels.

⁷ Beginning in January 2012, VDF stopped housing female inmates. While females may still be booked and processed at VDF, they are subsequently transferred to LCDF once the booking process is complete.

- **George F. Bailey Detention Facility (GBDF)** is a maximum-security facility located in Otay Mesa. The largest of the Sheriff's facilities, GBDF opened in 1993 and detains male inmates, including a variety of individuals with special needs, such as those with stabilized chronic medical conditions.
- **East Mesa Reentry Facility (EMRF)** is a medium-security facility, located at the same site as the GBDF in Otay Mesa. The facility houses lower-risk male inmates. EMRF was initially built as a Probation camp in conjunction with the GBDF and was turned over to the Sheriff's Department in 1991. EMRF is the site for food preparation and laundry service for the entire jail system. The facility is providing expanded reentry services that meet the challenge of reducing recidivism through a coordinated, comprehensive effort. This is accomplished by providing programs aimed at educating offenders and changing their thinking through the use of evidence-based curriculums delivered by counseling professionals.
- **Facility 8 (FAC 8)** is a medium-security facility built in conjunction with GBDF in 1991. From 1991 to 2006, the County of San Diego leased the unit and associated land to the Wackenhut Corporation and then to the Correctional Corporation of America (CCA). On June 1, 2006, by contractual agreement, the original housing unit was returned to the County of San Diego and renovations to bring the facility up to standards immediately began. While this 200-bed facility is a mirror image of the housing units found at GBDF and is designed as a maximum-security jail, only low-medium security inmates have been housed at the facility since it was taken over by the Sheriff's Department.

DESCRIPTION OF SHERIFF'S SERVICES

Medical Services

The Medical Services Division (MSD) manages all health care services for inmates at the seven detention facilities operated by the Sheriff's Department. The core mission of the MSD is to meet the emergency and basic health care needs of all inmates incarcerated in the seven detention facilities and to prevent the spread of communicable and contagious diseases, through partnering with the County's Public Health Services Division.

Medical services are available to arrestees from the time they enter the Sheriff's custody. At the time of arrival at one of the three booking facilities, a Registered Nurse (RN) questions the arrestees about their health needs and visually assesses their condition. If the Sheriff's Department is able to handle the medical and mental health needs of the arrested person, they are then processed into the jail. Should the medical or mental health condition warrant immediate intervention beyond the capability of MSD, the arrestee is not accepted into custody and a recommendation to the arresting officers to take the arrestee to the nearest appropriate provider is made. If, at any time, an inmate/patient has a medical emergency or becomes ill and requires hospitalization, s/he is sent to a hospital.

Medical services in the jails are similar to an ambulatory clinic setting. Currently five of the seven facilities staff RNs 24 hours per day. Access to medical doctors (MDs) is available at MD sick calls five to seven days a week depending upon the facility. Dental Services are also available. Nursing staff, who are County employees, deliver prescribed medication as ordered to each inmate. MD services, both medical and psychiatric, are provided under contract to outside vendors, including the University of California, San Diego (UCSD). In order to reduce the utilization of outside hospitals, Medical Observation Beds (MOBs) are available at the four largest facilities (SDCJ, LCDF, VDF, and GBDF).

Mental Health Services

It is the mission of the MSD mental health program to identify the mentally ill individuals in the custody of the San Diego Sheriff's Department and provide comprehensive psychiatric care and related case management social services. There are two inpatient acute care hospital units in the jails. The Central Jail has a 30-bed inpatient unit for men and the Las Colinas Detention Facility has a 16-bed inpatient unit for women. The population of these units consists of involuntary and voluntary patients who need a supportive therapeutic environment with mental health clinicians and services. In addition, misdemeanor "Not Mentally Competent (1370.01)" patients are committed to these units for treatment and restoration to competency by the unit staff. Psychiatric care offered in the inpatient units consists of multi-disciplinary assessments and a comprehensive treatment plan. The programs are designed to address the rehabilitation and recovery needs of those suffering from a mental health issue. Group treatment programs focus on areas of life skills, recovery, cognitive reorganization, therapy, discharge planning, and community reentry referrals to support continuity of care for those released from jail.

Patients in the mainline population also receive psychiatric evaluations and follow-up care, with 1,200 to 1,500 patient contacts made per month, on average. Mental health screenings are provided to inmates who have been identified as having previously received psychiatric service in the community and are requesting continuation of services; inmates who are interested in receiving psychiatric care while in custody without previous psychiatric care in the community; and inmates who, after being assessed by medical staff, are believed to require psychiatric services while in custody. This pertains particularly to patients who present symptoms of sleep disturbance, anxiety, and depressive symptoms and are not psychotic. Patients in crisis are seen immediately and other patients are seen in accordance with established psychiatric protocols.

The Multi-disciplinary Behavioral Group, which was piloted at VDF, identifies special needs inmates who pose management problems to sworn and professional staff. These inmates often have a mental illness and/or are mentally or developmentally challenged. This group is comprised of sworn, medical, psychiatric, counseling staff, as well as support staff (e.g., chaplains). The disciplines collaborate on treatment plans for the identified special needs inmates and have been successful in significantly decreasing negative encounters and uses of force between the inmates and sworn staff. The group has also enhanced communication between mental health and counseling staff and their counterparts in the community, developing appropriate discharge plans for the inmates.

Reentry Services and Inmate Services

The Reentry Services Division is responsible for facilitating services in the interest of offender recidivism reduction by providing interventions and programs aimed at changing criminal thinking through the use of evidence-based curriculums delivered by counseling professionals. The correctional counselors facilitate the cognitive behavioral-based curriculum "Thinking for a Change" which was developed by the National Institute of Corrections. In addition to cognitive behavior interventions, inmates can participate in programming consisting of substance abuse treatment, vocational training, and education. All inmates are provided with recreational reading material, have access to law library services, and can attend religious services.

The Reentry Services Division also collaborates with criminal justice partners to provide individualized case management focused on providing offenders with a smooth transition from custody to supervision in the community. For the sentenced population who will not be supervised in the community after release, the individualized case management targets specific needs that can be addressed in custody and offers linkages to services in the community.

The Inmate Services Division oversees a wide variety of Title 15 and 24 mandated services to

those incarcerated in the seven detention facilities. The Division is also responsible for managing the Inmate Welfare Fund with an annual budget of over \$6 million and a contract with Grossmont Union High School District which provides educational and vocational training to the inmates.

FUTURE SHERIFF'S FACILITIES PLANNING

Based on the age of some of the facilities, as well as the expected need for additional jail bed space in the coming years, a number of plans are currently in place to expand and replace current facilities. A description of these is provided here, based on the most up-to-date information available at the time of this report.

First, the 1960s-era LCDF will be replaced with a new women's facility that will include 34 buildings across 45 acres. The 1,216-bed facility project will be built on existing and adjacent LCDF properties, and as new facilities are constructed the old buildings will be demolished. The new complex will incorporate a number of design innovations, including clusters of smaller-scale housing units that are grouped according to detention levels that support the varying security classifications of the inmate population. The layout will combine generous use of open space and landscaping amenities to create a campus-like environment. The development will include dining, medical, administrative and security facilities, buildings for inmate industries, rehabilitation and learning resource center, and a new entrance with expanded parking for staff and visitors. The project will consist of two phases with Phase I being completed in the summer of 2014 (832 beds) and Phase II completed by early 2016.

Second, to help accommodate the need for additional bed space associated with realignment, the Sheriff's Department is currently expanding bed space at the EMRF by an additional 400 beds to include space for inmate programs and services. To accomplish this, an infill development project will include dorm-style housing, dayroom and restroom facilities, as well as any necessary

infrastructure and support facilities required to serve the new housing units. This expansion will be classified as a Type II detention facility although the intent is to house mostly low-level offenders sentenced to local custody. The expansion of EMRF is scheduled for completion in June 2014.

One other possible addition to local detention facility options involves the County of San Diego assuming control over a facility currently being operated by a private vendor by December 2015. At this time, the County is expected to resume control over a facility that was built in the late 1990s in Otay Mesa (near the GBDF) by the CCA to hold federal prisoners and ICE detainees. As part of the original agreement between the County of San Diego and CCA, this facility, which sits on approximately 19 acres and consists of five separate 200-bed housing units, would return to the County to use after necessary repairs and reconstruction were completed, tentatively during the summer 2016.

WORK FURLOUGH AND RESIDENTIAL REENTRY CENTER

The Work Furlough Center has been a privately-operated residential facility in operation since 1995 when the County transferred oversight of the daily operations from the Probation Department to a private vendor that is currently Correctional Alternatives Incorporated.

Located in the City of San Diego, the facility can house up to 170 low-risk offenders (150 males and 20 females) at one time. Females were first admitted to the program in 1997. Individuals sentenced to the Center can serve up to one year and are required to maintain employment for a minimum of 35 hours per week during this time period. Residents of the facility are only allowed to leave the premises to go to work, attend religious services, or to complete any other court-ordered requirements related to their sentence. Staff at the Center regularly checks the employment status of the individuals under their supervision and conducts random alcohol and other drug tests. Residents are required to pay a daily fee (\$42 approved by the Board of

Supervisors in 2008) to cover the cost of their room and board. Because one option for reducing the detention population is increasing the use of work furlough, it is important to consider current and future capacities at this type of facility.

In addition, in April 2012, the Probation Department added the Residential Re-entry Center (RRC) to the existing Work Furlough Program. In an effort to reduce recidivism, the RRC was created for unemployed county inmates who are employable. Under this program, suitable offenders receive work readiness and job search training and are provided an opportunity to obtain employment while serving a jail sentence.

COUNTY PAROLE AND ALTERNATIVE CUSTODY UNIT

With the goal of making the best use of detention bed space, the Sheriff's Department created the County Parole and Alternate Custody (CPAC) Unit in 2012. The goal of CPAC is to socially reintegrate low-risk offenders back into society using alternate custody programs, including electronic monitoring, home detention, county parole, and the RRC.

CPAC is dedicated to offender reentry through the employment of alternative custody options, including county parole and a home detention electronic monitoring program. CPAC currently supervises and monitors over 300 inmates participating in these alternative custody programs. CPAC is staffed with one Lieutenant, two Sergeants, eleven deputies, two correctional counselors, one detention processing technician, and one administrative analyst, all focused on successful offender reentry. Staff is responsible for identifying, enrolling, supervising, and managing offenders through the reentry process to the community. The Sheriff's Department has also contracted with a private vendor to provide electronic monitoring, case management, and cognitive-based programming designed to reduce recidivism and enhance social reintegration.

Participants of the home detention electronic monitoring program are required to wear a GPS

ankle device which may be used to track and locate their position at any given moment. All participants must abide by the rules and regulations set forth by the CPAC Unit. While in the program, participants may be allowed to work and/or attend classes. Individual participant schedules are verified and approved by CPAC staff. All participants have designated curfews in which they must remain inside their residence. Participant activities are tracked 24/7 via a monitoring center.

DESCRIPTION OF PROBATION SERVICES

AB 109 Division

In response to public safety realignment, the Probation Department created a new AB 109 Division that includes a total of over 100 new positions and operates in all six regions of the County. The Division includes two specialized caseloads to more closely supervise sex offenders and has established a multi-disciplinary Behavioral Health Service Team (BHST) to address the physical and mental health needs of offenders. As part of the Division, Deputy Probation Officers (DPOs) use evidence-based practices and follow the "Balanced Approach" model of probation supervision. In that model, DPOs serve as case managers and are responsible for completing risk/needs assessments on every offender and developing case plans that identify and target the highest criminogenic needs. In the case plan, objectives are set and DPOs refer offenders to community-based treatment programs. The DPOs then stay in communication with the treatment providers in an effort to support offender engagement in the programs. The Probation Department has also developed an automated Community Resource Directory (CRD) which includes service providers through the county that have been vetted and approved by the Department. Using the CRD, DPOs can electronically enroll offenders in programs and obtain on-going feedback on their progress. Additionally, Probation has targeted caseload ratios of 40 to 1 in order to allow for increased contacts with offenders in order to achieve both greater accountability and greater support. Probation supervision consists of the offenders



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making regular visits to Probation offices throughout the county, as well as the DPOs making announced and unannounced visits to the offenders' residences.

CTC

The CTC was created by Probation, in partnership with the San Diego County District Attorney's Office, to facilitate re-entry of PRCS offenders. The CTC opened on January 7, 2013, enabling Probation to transport offenders directly from prison on the day of release, which has resulted in a significant drop in the number of offenders who fail to appear.

Offenders are transported from prison to the CTC. Upon arrival, they are assessed for criminogenic, behavioral health, and physical health needs by co-located Probation Officers, mental health clinicians of the BHST, and a nurse case manager. Staff is also available to assist offenders with accessing medical insurance. Offenders are then referred to appropriate services based on a case plan. Those offenders who test positive for illegal substances are immediately referred to on-site detoxification services. Individuals without a place to stay also have access to short-term transitional housing, for up to seven days, while a long-term plan is developed. In addition, offenders who violate their terms of supervision and are in need of drug treatment can be housed at the CTC while awaiting a bed at a residential treatment program. All offenders are transported out of the CTC, either to a residence, transitional housing, or treatment facility.

Coordination with Local Law Enforcement

In an effort to leverage its partnerships with local law enforcement to supervise both the PRCS and MS population for the mutual benefit of supervision and crime prevention, a total of 17 Probation Officers have been out stationed at local police departments and Sheriff's stations. In this role, officers serve as liaisons and coordinate collaborative monitoring of locally supervised realigned offenders. In addition, Probation has partnered with local law enforcement, including the San Diego Police Department to supervise the

realigned population in the community and ensure offender compliance with court orders, conditions of probation, and rehabilitation programs. The processes of information sharing between the different agencies have also been improved through coordinated intelligence information sharing and formal data sharing agreements.

MS Court

To most effectively supervise the MS population, AB 109 partners developed a "Blueprint for Success" that included components for assessment, case plan development, and participation in in-custody reentry program (if eligible) and in MS Court. Approximately 30 days prior to release, offenders attend a pre-release review hearing at MS Court where progress toward identified goals are assessed and the conditions and requirements of the offender's community supervision are discussed. After release, regular status hearings are calendared for continued assessment of the offender's progress. A step-down Probation supervision approach is utilized to assist in a successful reintegration into the community.